House of Representatives



General Assembly

File No. 705

January Session, 2017

Substitute House Bill No. 7291

House of Representatives, April 25, 2017

The Committee on Judiciary reported through REP. TONG of the 147th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

AN ACT CONCERNING THE USE OF CELL SITE SIMULATOR DEVICES BY LAW ENFORCEMENT OFFICIALS TO CONDUCT CELLULAR TELEPHONE SURVEILLANCE.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Section 54-41a of the general statutes is repealed and the
- 2 following is substituted in lieu thereof (*Effective October 1, 2017*):
- 3 The following words and phrases, as used in this chapter, [shall]
- 4 have the following meanings, unless the context otherwise requires:
- 5 (1) "Wire communication" means any communication made in
- 6 whole or in part through the use of facilities for the transmission of
- 7 communications by the aid of telephone or telegraph between the
- 8 point of origin and the point of reception furnished or operated by any
- 9 person engaged as a common carrier in providing or operating such
- 10 facilities for the transmission of intrastate, interstate or foreign
- 11 communications;
- 12 (2) "Intercept" means the intentional overhearing or recording of a

wire communication through the use of any electronic, mechanical or other device or a cell site simulator device;

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(3) "Electronic, mechanical or other device" means any device or apparatus which can be used to intercept a wire communication other than (A) any telephone or telegraph instrument, equipment or facility, or any component thereof (i) furnished to the subscriber or used by a communications common carrier in the ordinary course of its business and being used by the subscriber or user in the ordinary course of its business, or (ii) being used by a communications common carrier in the ordinary course of its business, or (B) a hearing aid or similar device being used to correct subnormal hearing to not better than normal;

(4) "Cell site simulator device" means a device that transmits or receives radio waves for the purpose of conducting one or more of the following operations: (A) Identifying, locating or tracking the movements of a communications device, (B) intercepting, obtaining, accessing or forwarding the communications, stored data or metadata of a communications device, (C) affecting the hardware or software operations or functions of a communications device, (D) forcing transmissions from, or connections to, a communications device, (E) denying a communications device access to other communications devices, communications protocols or services, or (F) spoofing or simulating a communications device, cell tower, cell site or service. "Cell site simulator device" includes, but is not limited to, an international mobile subscriber identity catcher or other invasive cell phone or telephone surveillance or eavesdropping device that mimics a cell phone tower and sends out signals to cause cell phones in the area to transmit their locations, identifying information and communications content, or a passive interception device or digital analyzer that does not send signals to a communications device under surveillance. "Cell site simulator device" does not include any device used or installed by an electric distribution company, as defined in section 16-1, solely to the extent that such device is used by the electric distribution company to measure electrical usage, to provide services

47 <u>to customers or to operate the electric grid;</u>

[(4)] (5) "Person" means any officer, agent or employee of the state of Connecticut or any political subdivision thereof, and any individual, partnership, association, joint stock company, trust, limited liability company or corporation;

- [(5)] (6) "Investigative officer" means (A) any officer of the Connecticut state police, (B) the chief inspector or any inspector in the Division of Criminal Justice who is empowered by law to conduct investigations of or to make arrests for offenses enumerated in this chapter, (C) any municipal police officer who has been duly sworn as a special state police officer under the provisions of section 29-177 and who is currently assigned to the state-wide narcotics task force or the state-wide organized crime investigative task force and is acting under the direct authority of the Connecticut state police, and (D) any attorney authorized by law to prosecute or participate in the prosecution of offenses enumerated in this chapter;
- [(6)] (7) "Law enforcement officer" means any officer of any organized police department of this state or of the state police of any other state, an official of the Federal Bureau of Investigation, Drug Enforcement Administration or United States Customs Service, or the United States attorney for the district of Connecticut or a person designated by him in writing to receive the contents of any wire communication or evidence derived therefrom;
- [(7)] (8) "Contents", when used with respect to any wire communication, means and includes any information concerning the identity of the parties to such communication or the existence, substance, purport or meaning of that communication;
 - [(8)] (9) "Panel of judges" or "panel" means any panel or panels of three Superior Court judges specifically designated by the Chief Justice of the Supreme Court from time to time to receive applications for, and to enter orders authorizing, interceptions of wire communications in accordance with the provisions of this chapter;

[(9)] (10) "Communication common carrier" means any person engaged as a common carrier for hire in the transmission of communications by wire or radio;

- [(10)] (11) "Aggrieved person" means a person who was a party to any intercepted wire communication, a person against whom the interception was directed, a person named in any order authorizing an interception, or a person having a property interest in any premises involved in any interception.
- Sec. 2. Section 54-47aa of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2017*):
 - (a) For the purposes of this section:

- (1) "Basic subscriber information" means: (A) Name, (B) address, (C) local and long distance telephone connection records or records of session times and durations, (D) length of service, including start date, and types of services utilized, (E) telephone or instrument number or other subscriber number or identity, including any assigned Internet protocol address, and (F) means and source of payment for such service, including any credit card or bank account number;
 - (2) "Call-identifying information" means dialing or signaling information that identifies the origin, direction, destination or termination of each communication generated or received by a subscriber or customer, excluding geo-location data, by means of any equipment, facility or service of a telecommunications carrier;
 - (3) "Cell site simulator device" means a device that transmits or receives radio waves for the purpose of conducting one or more of the following operations: (A) Identifying, locating or tracking the movements of a communications device, (B) intercepting, obtaining, accessing or forwarding the communications, stored data or metadata of a communications device, (C) affecting the hardware or software operations or functions of a communications device, (D) forcing transmissions from, or connections to, a communications device, (E)

110 denying a communications device access to other communications 111 devices, communications protocols or services, or (F) spoofing or 112 simulating a communications device, cell tower, cell site or service. 113 "Cell site simulator device" includes, but is not limited to, an 114 international mobile subscriber identity catcher or other invasive cell 115 phone or telephone surveillance or eavesdropping device that mimics 116 a cell phone tower and sends out signals to cause cell phones in the area to transmit their locations, identifying information and 117 118 communications content, or a passive interception device or digital 119 analyzer that does not send signals to a communications device under 120 surveillance. "Cell site simulator device" does not include any device 121 used or installed by an electric distribution company, as defined in 122 section 16-1, solely to the extent that such device is used by the electric 123 distribution company to measure electrical usage, to provide services 124 to customers or to operate the electric grid;

- [(3)] (4) "Electronic communication service" means "electronic communication service" as defined in 18 USC 2510, as amended from time to time;
- [(4)] (5) "Exigent circumstance" means an emergency involving danger of serious physical injury to or death of a person;
- [(5)] (6) "Geo-location data" means information concerning the location of an electronic device, including the real-time and historical location of the device, that, in whole or in part, is generated by, derived from or obtained by the operation of an electronic device, including, but not limited to, a cellular telephone surveillance device and a cell site simulator device;
 - [(6)] (7) "Law enforcement official" means the Chief State's Attorney, a state's attorney, an inspector with the Division of Criminal Justice, a sworn member of the Division of State Police within the Department of Emergency Services and Public Protection or a sworn member of an organized local police department;
- [(7)] (8) "Remote computing service" means "remote computing

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service" as defined in section 18 USC 2711, as amended from time to time; and

[(8)] (9) "Telecommunications carrier" means "telecommunications carrier" as defined in 47 USC 1001, as amended from time to time.

(b) A law enforcement official may apply for an ex parte order from a judge of the Superior Court to compel (1) a telecommunications carrier to disclose call-identifying information pertaining to a subscriber or customer, (2) a provider of electronic communication service or remote computing service to disclose basic subscriber information pertaining to a subscriber or customer, or (3) a telecommunications carrier or a provider of electronic communication service or remote computing service to disclose the content of a subscriber's or customer's communications or geo-location data associated with a subscriber's or customer's call-identifying information. The judge shall grant such order if the law enforcement official swears under oath to a statement of (A) a reasonable and articulable suspicion that a crime has been or is being committed and such call-identifying or basic subscriber information is relevant and material to an ongoing criminal investigation, in which case such order shall not authorize disclosure of the content of any communication or geo-location data, or (B) probable cause to believe that a crime has been or is being committed and the content of such subscriber's or customer's communications or the geo-location data associated with such subscriber's or customer's call-identifying information is relevant and material to an ongoing criminal investigation, in which case such order shall authorize the disclosure of such information, content or geo-location data. Any such order entered pursuant to this subsection shall state upon its face the case number assigned to such investigation, the date and time of issuance and the name of the judge authorizing the order. The law enforcement official shall have any ex parte order issued pursuant to this subsection signed by the authorizing judge within forty-eight hours or not later than the next business day, whichever is earlier. No order pursuant to this subsection shall authorize the disclosure of any such information,

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176 content or data for a period in excess of fourteen days.

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(c) (1) Except as provided in subdivision (2) of this subsection, a law enforcement official shall not install or otherwise use a cell site simulator device to obtain geo-location data unless such official has obtained an order from a judge of the Superior Court, pursuant to this subsection, that permits such installation or use. A law enforcement official may apply for an ex parte order from a judge of the Superior Court allowing the installation and use of a cell site simulator device to obtain geo-location data. The judge shall grant such order if the law enforcement official swears in a statement under oath that there is probable cause to believe that a crime has been or is being committed and the geo-location data associated with a subscriber's or customer's call-identifying information is relevant and material to an ongoing criminal investigation, in which case such order shall authorize the installation or use of a cell site simulator device to obtain geo-location data. Any order entered pursuant to this subdivision shall state upon its face the case number assigned to such investigation, the date and time of issuance of the order and the name of the judge authorizing the order. The law enforcement official shall have any ex parte order issued pursuant to this subdivision signed by the authorizing judge within forty-eight hours or not later than the next business day, whichever is earlier. No order issued pursuant to this subdivision shall authorize the installation of cell site simulator device to obtain geolocation data for a period in excess of fourteen days.

(2) A law enforcement official may install and use a cell site simulator device to obtain geo-location data without an ex parte order for a period of time not exceeding forty-eight hours when (A) facts exist upon which to base a belief that the geo-location data is relevant and material to an ongoing criminal investigation; (B) the law enforcement official believes that exigent circumstances exist; and (C) the facts support the law enforcement official's belief that exigent circumstances exist. If the law enforcement official seeks to install and use a cell site simulator device to obtain geo-location data relating to the same criminal investigation for a period of time exceeding forty-

eight hours, such official shall apply for an ex parte order in accordance with the provisions of subdivision (1) of this subsection. In addition, the law enforcement official shall file as part of the application, a statement under oath attesting to the facts and beliefs concerning the exigent circumstances that existed and supported the use of the cell site simulator device for a period of time not exceeding forty-eight hours. The law enforcement official shall include in such statement the date and time of use of the cell site simulator device.

- [(c)] (d) A law enforcement official may apply directly to a telecommunications carrier or provider of electronic communication service or remote computing service for production of geo-location data for a period not in excess of forty-eight hours, including real-time or historical geo-location data, or any combination of such data, pertaining to an identified subscriber or customer. The telecommunications carrier of electronic or provider telecommunication service or remote computing service may provide the requested geo-location data upon the applicant stating under oath: (1) That facts exist upon which to base a belief that the data sought is relevant and material to an ongoing criminal investigation; (2) a belief that exigent circumstances exist; and (3) the facts supporting the belief that exigent circumstances exist. Any subsequent application for information from the same telecommunication carrier or provider of electronic communication service or remote computing service for production of geo-location data in connection with the same investigation shall be made pursuant to subsection (b) of this section.
- [(d)] (e) A telecommunications carrier shall disclose call-identifying information and a provider of electronic communication service or remote computing service shall disclose basic subscriber information to a law enforcement official when an order is issued pursuant to subsection (b) of this section.
- [(e)] (f) Not later than forty-eight hours after the issuance of an order pursuant to subsection (b) of this section, the law enforcement official shall mail notice of the issuance of such order to the subscriber

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or customer whose call-identifying information or basic subscriber information is the subject of such order, except that such notification may be delayed for a period of up to ninety days upon the execution of a written certification of such official to the judge who authorized the order that there is reason to believe that notification of the existence of the order may result in (1) endangering the life or physical safety of an individual, (2) flight from prosecution, (3) destruction of or tampering with evidence, (4) intimidation of potential witnesses, or (5) otherwise seriously jeopardizing the investigation. The law enforcement official shall maintain a true copy of such certification. During such ninety-day period, the law enforcement official may request the court to extend such period of delayed notification. Such period may be extended beyond ninety days only upon approval of the court. The applicant shall file a copy of the notice with the clerk of the court that issued such order. If information is provided in response to the order, the applicant shall, not later than ten days after receiving such information, file with the clerk a return containing an inventory of the information received. If a judge finds there is a significant likelihood that such notification would seriously jeopardize the investigation and issues an order authorizing delayed notification under this subsection, the telecommunications carrier or provider of electronic communication service or remote computing service from whom the call-identifying information or basic subscriber information is sought shall not notify any person, other than legal counsel for the telecommunications carrier or provider of electronic communication service or remote computing service and the law enforcement official that requested the ex parte order, of the existence of the ex parte order. Any information provided in response to the court order shall be disclosed to the defense counsel.

[(f)] (g) A telecommunications carrier or provider of electronic communication service or remote computing service that provides information pursuant to an order issued pursuant to subsection (b) of this section or pursuant to an application made pursuant to subsection [(c)] (d) of this section shall be compensated for the reasonable expenses incurred in providing such information.

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[(g)] (h) Any telecommunications carrier or provider of electronic communication service or remote computing service that provides information pursuant to an order issued pursuant to subsection (b) of this section or an application made pursuant to subsection [(c)] (d) of this section shall be afforded the legal protections provided under 18 USC 3124, as amended from time to time, with regard to such actions.

[(h)] (i) No information obtained pursuant to [subsection (b) or (c)] subsections (b) to (d), inclusive, of this section shall be retained for a period in excess of fourteen days, unless such information relates to an ongoing criminal investigation. Any information provided pursuant to [said subsection (b) or (c)] subsections (b) to (d), inclusive, of this section shall be disclosed to the defense counsel.

[(i)] (i) Not later than January fifteenth of each year, each law enforcement official shall report to the Chief State's Attorney the information required by this subsection with respect to each order issued pursuant to [subsection (b)] subsections (b) and (c) of this section and each application made pursuant to subsection [(c)] (d) of this section in the preceding calendar year. The Chief State's Attorney shall, based upon the reports filed by each law enforcement official and not later than January thirty-first of each year, submit a report, in accordance with the provisions of section 11-4a, to the joint standing committee of the General Assembly having cognizance of matters relating to criminal law and procedure concerning orders issued pursuant to [subsection (b)] subsections (b) and (c) of this section and applications made pursuant to subsection [(c)] (d) of this section in the preceding calendar year. The report shall include the following information: (1) The number of orders issued pursuant to [subsection (b) subsections (b) and (c) of this subsection and the number of applications submitted to telecommunications carriers or providers of electronic communication service or remote computing service pursuant to subsection [(c)] (d) of this section, (2) whether the order was directed to a telecommunications carrier, provider of electronic communication service or provider of remote computing service, (3) whether the information sought was call-identifying information or

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basic subscriber information, (4) the statutory offense or offenses that 312 were the subject of the investigation, (5) the number of notifications 313 314 that were delayed pursuant to subsection [(e)] (f) of this section, and the reason for such delayed notification, (6) the number of motions to 315 316 vacate an order that were filed, and the number of motions granted or 317 denied, (7) the number of investigations concluded and the final result 318 of such investigations, and (8) the status of any criminal prosecution 319 resulting from the investigation.

This act shall take effect as follows and shall amend the following sections:		
Section 1	October 1, 2017	54-41a
Sec. 2	October 1, 2017	54-47aa

Statement of Legislative Commissioners:

In Section 1(2) ", including, but not limited to," was changed to "or" for clarity, and in Section 2(c)(2), "without an ex parte order" was added for clarity and consistency.

JUD Joint Favorable Subst.

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact: None

Municipal Impact: None

Explanation

There is no fiscal impact resulting from the bill, which specifies when law enforcement officials may use cell site simulators to conduct surveillance.

The Out Years

State Impact: None

Municipal Impact: None

OLR Bill Analysis sHB 7291

AN ACT CONCERNING THE USE OF CELL SITE SIMULATOR DEVICES BY LAW ENFORCEMENT OFFICIALS TO CONDUCT CELLULAR TELEPHONE SURVEILLANCE.

SUMMARY

This bill sets standards for law enforcement when conducting surveillance using a "cell site simulator device" (generally, a device that uses radio waves for certain purposes, such as tracking a cell phone's movements, intercepting its communications, or simulating a cell tower).

The bill allows law enforcement officials (e.g., prosecutors or police officers) to install and use a cell site simulator device to obtain geolocation data (defined below) only:

- 1. for up to two weeks under an ex parte court order (without notice to anyone except the applicant) issued under a probable cause standard or
- 2. for up to 48 hours without a court order in exigent circumstances.

The bill also specifies that the wiretapping and electronic surveillance law applies to interceptions of wire communications using cell site simulator devices (§ 1). Under this law, a prosecutor can apply to a three-judge panel to approve a wiretap in connection with investigating certain crimes. The panel can unanimously agree to issue an ex parte wiretap order if it determines that the application contains sufficient factual allegations to establish probable cause that several factors are met (see BACKGROUND).

EFFECTIVE DATE: October 1, 2017

DEFINITIONS

Cell Site Simulator Device

Under the bill, a "cell site simulator device" is a device that transmits or receives radio waves in order to do any of the following:

- 1. identify, locate, or track the movements of a communications device;
- 2. intercept, obtain, access, or forward the communications, stored data, or metadata of a communications device;
- 3. affect a communications device's hardware or software operations or functions;
- 4. force transmissions from, or connections to, a communications device;
- 5. deny a communications device access to other communications devices, communications protocols, or services; or
- 6. spoof or simulate a communications device, cell tower, cell site, or service.

The bill specifies that the term includes (1) an international mobile subscriber identity catcher or other invasive cell phone or telephone surveillance or eavesdropping device that mimics a cell phone tower and sends out signals to cause cell phones in the area to transmit their locations, identifying information, and communications content, or (2) a passive interception device or digital analyzer that does not send signals to a communications device under surveillance.

The term does not include a device that an electric company (i.e., Eversource or United Illuminating) uses or installs to the extent the company uses it to measure electrical usage, provide services to customers, or operate the electric grid.

Geo-Location Data

Current law defines geo-location data as information on an

electronic device's location (both real-time and historical) that, in whole or part, is generated by, derived from, or obtained by operating such a device, including a cell phone surveillance device. The bill specifies that this includes data generated by, derived from, or obtained by using a cell site simulator device.

USE OF CELL SITE SIMULATOR DEVICES TO OBTAIN GEO-LOCATION DATA

Under existing law, a law enforcement official may apply for an ex parte court order to compel telecommunications carriers or electronic communication or remote computing service providers to disclose geolocation data associated with a subscriber's or customer's callidentifying information. The court can grant these orders under a probable cause standard, authorizing the disclosure of up to two weeks' worth of such data. In exigent circumstances, law enforcement officials can request such a company to disclose up to 48 hours of such data without a court order.

The bill prohibits law enforcement officials from installing and using cell site simulator devices to obtain geo-location data except (1) under an ex parte court order or (2) in exigent circumstances without a court order. As described below, the legal standards and time frames are similar to those under existing law for disclosure by carriers or service providers.

Ex Parte Court Orders

The bill allows law enforcement officials to apply for an ex parte court order to allow the installation and use of a cell site simulator device to obtain geo-location data. The judge must grant the order if the official swears under oath that (1) there is probable cause to believe that a crime has been or is being committed and (2) the geo-location data associated with a subscriber's or customer's call-identifying information is relevant and material to an ongoing criminal investigation. Any such order may authorize the installation and use of such a device for up to 14 days.

The bill requires the law enforcement official to have the order

signed by the authorizing judge within 48 hours of issuance or by the next business day, whichever is earlier. The order must include the case number assigned to the investigation, the date and time when it was issued, and the name of the authorizing judge.

Exigent Circumstances

Under the bill, law enforcement officials may install and use a cell site simulator device to obtain geo-location data for up to 48 hours without a court order when (1) facts exist to support the belief that the data is relevant and material to an ongoing criminal investigation, (2) the official believes exigent circumstances exist, and (3) the facts support that belief.

If the official seeks to install and use such a device beyond 48 hours for the same investigation, he or she must seek a court order as described above. When applying for such a court order, he or she must file with the application a statement under oath, attesting to the facts and beliefs about the exigent circumstances that existed and supported the use of the device for up to 48 hours. The statement must indicate the date and time that the device was used.

Other Provisions

Under the bill, certain other provisions of existing law on disclosure of geo-location data also apply when law enforcement officials obtain such data by using cell site simulators. Specifically, the bill provides that:

- 1. a law enforcement official who receives information by using such a device (a) may retain it for more than 14 days only if it relates to an ongoing criminal investigation and (b) must disclose it to defense counsel;
- 2. each law enforcement official must report to the chief state's attorney by January 15 annually on such ex parte orders issued the previous year; and
- 3. the chief state's attorney must compile the data in the individual

reports and provide it in a report to the Judiciary Committee by January 31 annually.

BACKGROUND

Wiretapping and Electronic Surveillance

Existing law authorizes wiretap applications for certain crimes, such as gambling, racketeering, drug sales, human trafficking, and felonies involving violence (§ 54-41b). The three-judge panel that receives the application can unanimously agree to issue an ex parte wiretap order if it determines, based on the facts submitted by the applicant, that there is probable cause to believe that:

- 1. an individual has committed or is committing a crime covered by the wiretap law;
- 2. particular communications will constitute material evidence of that offense or will materially aid in apprehending the perpetrator;
- 3. the communications are not otherwise privileged;
- 4. other normal investigative procedures have failed or reasonably appear unlikely to succeed or too dangerous to try;
- 5. the facilities from which, or the place where, the communications are to be intercepted are being used or are about to be used in connection with the crime being investigated, or are leased to, listed in the name of, or commonly used by the suspect;
- such facilities or places are not those the wiretap law protects from interception (i.e., phone lines leased in the name of, or regularly used by, lawyers, doctors, or the clergy);
- 7. there is a special need for the wiretap if the facility from which a wire communication is to be intercepted is used by the public; and
- 8. the investigative officers who will conduct the interception have

adequate training and experience to do so.

In addition, except for certain emergency situations, a panel cannot authorize a wiretap if more than 34 wiretaps have been authorized that year.

The wiretap law addresses other related matters, such as (1) the required contents of the application and the order and (2) criminal penalties for violations of the law (CGS § 54-41a et seq.).

Related Bill

sHB 7256 (File 638), reported favorably by the Judiciary Committee, changes certain procedures concerning court filings after law enforcement officials are granted ex parte court orders compelling disclosure of cell phone and Internet records. The bill also makes technical changes to conform to PA 16-148, clarifying that the notice provisions and other requirements apply to communications data and geo-location data as set forth in that act.

COMMITTEE ACTION

Judiciary Committee

Joint Favorable Substitute Yea 41 Nay 0 (04/07/2017)